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MEMORANDUM FOR: Deputy to the DCI for National Intelligence  
Programs Evaluation

SUBJECT: Intelligence Planning Guidance for the 1970's

1. I appreciate the opportunity to review your draft Intelligence Planning Guidance for the 1970's. This type of guidance for the Community is long overdue. The PNIO's have traditionally been too broad for use in program planning and, correctly, have dealt only with purely substantive matters. We have needed some means in the Community of relating substantive guidance to programs and to resource considerations. If a paper such as you have prepared can be used as a means of involving Community operating officials in planning and program analysis it will be a significant step forward.

2. A key problem we have had in the Agency Planning Assumptions is also apparent in your paper; i. e. that of providing guidance which sharply points up to intelligence managers those programs which they should question critically in tomorrow's context. For example, the

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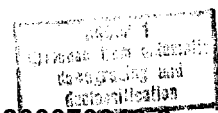
Similarly, the paper in more than one place, [redacted]

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[redacted] urges strong clandestine collection efforts but does not deal adequately, in my opinion, with the intrinsic difficulty of collecting "intentions" and other such strategic information, by clandestine or any other means. I have some concern that these and similar passages in the paper could be used as blank checks for greatly expanded efforts in areas where our past experience does not point to overwhelming success particularly

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in military clandestine activity. Perhaps this point is offset by the paper's argumentation for closer review of requirements and program objectives, and the need for improved coordination of Community programs. That point is right on target if we are to meet future national requirements in the most effective way, at approximately the same or reduced resource levels. Critical analysis and evaluation of the output of Community collection systems should certainly be improved and consumer use analysis of our intelligence products is long overdue.

3. The paper also raises many worthwhile questions which should be addressed by all agencies. For example:


a. How much of our resource base should we expend against important, but essentially uncollectible, requirements concerning the USSR and Communist China?

b. What is the desirable balance between technical collection efforts, essentially against military-related requirements, and other forms of collection, largely in support of non-military requirements?

c. In the age of assured destruction capability (survivable strategic forces), is the early warning requirement of as high a priority as when our strategic forces were more vulnerable?

d. What are the central requirements for foreign political and economic intelligence in the world of the 1970's? What intelligence capabilities do these imply?

4. After you have obtained more responses, I expect that you will wish to discuss how Planning Guidelines will, or should, relate to the planning process within the various intelligence agencies.

  
John M. Clarke  
Director of Planning,  
Programming, and Budgeting

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